

STRATEGIC PLAN

For

Glen Canyon NRA and Rainbow Bridge NM

October 1, 2000 – September 30, 2005

Approved by:

/s/ Kayci Cook Collins
for JOSEPH F. ALSTON, SUPERINTENDENT

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DATE

TABLE OF CONTENTS

I.	INTRODUCTION	3
	A. Human and Fiscal Resource Assessment	3
II.	MISSION STATEMENT	5
III.	BACKGROUND	
	A. Glen Canyon National Recreation Area	5
	B. Rainbow Bridge National Monument	9
IV.	LONG-TERM GOALS	9
V.	EXTERNAL FACTORS	18
VI.	PROGRAM EVALUATION AND SCHEDULE	20
VII.	CONSULTATIONS AND STAKEHOLDERS	20
VIII.	PLANNING TEAM	21

I. INTRODUCTION

In accordance with the Government Performance and Results Act (GPRA) of 1993, this ***Strategic Plan*** for Glen Canyon National Recreation Area (NRA) and Rainbow Bridge National Monument (NM), sets forth our mission, purpose and significance, mission goals, long-term goals, and external analyses. It is our performance agreement with Congress, our customers, partners, and stakeholders. In it, we state the value we expect to produce for the tax dollars invested. We state what we expect to accomplish towards our mission in the next five years with the available fiscal and human resources.

This ***Strategic Plan*** includes Servicewide mission goals established by the National Park Service that reflect our preservation mission which has a longer and indefinite time frame for goals than anticipated by GPRA. Mission goals continue indefinitely and are inclusive of all the National Park Service does.

Long-term goals, usually five years in duration, are tiered off of mission goals, and communicate our desired conditions expressed in measurable terms. Long-term goals bridge mission goals to annual goals and help establish measures of performance and develop reporting methods. A separate document entitled, ***Glen Canyon National Recreation Area and Rainbow Bridge National Monument Annual Performance Plan***, details our annual work plan, expected outcomes, and fiscal and human resources needed for each goal for the relevant fiscal year. It also details the progress to be made on an annual basis toward the completion of the long-term goal.

Although Rainbow Bridge NM has a small budget, staff dedicated to the area is managed by Glen Canyon National Recreation Area. Therefore, the strategic plans are being combined into one document.

A. Human and Fiscal Resource Assessment

Glen Canyon National Recreation Area's enacted budget for FY2000 was \$8,990,000 and had 157 FTEs allocated for FY2000. However, additional FTEs and special funding were required to implement fee collection activities and water quality initiatives during FY2000. As a result, total FTEs for 2000 were 188, with continued increases due over the next few years as fee collection activities and water quality initiatives are expanded. Continued funding for these activities is critical for their successful execution. Rainbow Bridge National Monument's FY2000 budget was \$104,000 and is incorporated into Glen Canyon's as one figure in the assessments below.

The current organizational structure of the area includes the superintendent, assistant superintendent, and management team consisting of the management assistant, safety officer and six divisions (Administration, Concessions, Facilities Management, Resource & Visitor Protection, Interpretation, and Resource Management).

The following shows 2000 budget and resource assessment figures:

1. Fiscal Resource Assessment by Object Class:

Object Class	ONPS Budget	% Total
Personnel*	\$ 7,285,700	80%
Travel	183,800	2
Utilities	192,800	2
Vehicles	278,000	3
Printing/Other Services	523,100	6
Supplies/Equipment*	630,600	7
Total	\$ 9,094,000*	100%

* Includes Rainbow Bridge \$104,000 (\$101,000- personnel & \$3,000 - supplies)

2. Human Resource Assessment by Functional Area

	ONPS Budget	% Total	FTE	% Total
Management/Concessions	\$ 679,500	7	10	5
Administration	1,991,000	22	26	14
Facilities Management*	2,761,100	30	51	27
Resource Management	628,200	8	20	11
Visitor Protection*	2,372,500	26	60**	32
Interpretation*	661,600	7	21	11
Totals	\$ 9,094,000*	100 %	188	100 %

* (Includes Rainbow Bridge NM's budget of \$104,000 - \$74,700 Facilities Management \$15,000 Visitor Protection; \$14,300 Interpretation.)

** (Includes fee collection)

The proposed budget for Glen Canyon NRA for FY2001 is \$9,215,000 with 157 FTE's. This again, does not take into account the increased FTE's associated with the implementation of fee collection activities and Lake Powell water quality initiatives. Rainbow Bridge NM's proposed FY2001 budget is \$104,000.

II. MISSION STATEMENT:

We, the employees of Glen Canyon NRA, are dedicated to the resources with which we are entrusted and to the public we serve. We believe in open communication, collaborative stewardship of natural and cultural resources, providing recreational opportunities, and education to support understanding and preservation of Glen Canyon NRA and Rainbow Bridge NM for this and future generations. Our mission statement is:

To provide for public outdoor recreation use and enjoyment of Glen Canyon NRA and Rainbow Bridge NM and preserve and protect the scenic, scientific, and historic features therein while providing a significant understanding to visitors of the scientific and cultural importance of objects, sites, populations, beliefs, and habitats of the past and future. To promote the diversity of both water and land-based recreational opportunities within Glen Canyon NRA.

III. BACKGROUND

A. Glen Canyon National Recreation Area

Glen Canyon NRA, which encompasses 1,255,400 acres, is in southeastern Utah and northern Arizona. It covers portions of Kane, Garfield, San Juan, and Wayne counties in Utah and Coconino County in Arizona. The southern boundary of the recreation area is contiguous with the Navajo Nation. Remaining boundaries are adjoined by Grand Canyon, Capitol Reef, and Canyonlands National Parks, Rainbow Bridge National Monument and public lands managed by the Bureau of Land Management that include the Grand Staircase-Escalante National Monument.

1. Purpose and Significance

Purpose:

To provide for public outdoor recreation use and enjoyment of Lake Powell and adjacent lands, and to preserve and protect the scenic, scientific, and historic features contributing to public enjoyment of the area.

Significance:

- **Glen Canyon NRA offers a tremendous diversity of both water-based and land-based recreational opportunities.**

Glen Canyon NRA contains some of the most rugged and remote backcountry within the Colorado Plateau. A diversity of recreational opportunities including

hiking, mountain biking, four-wheel drive exploration, horseback riding, hunting, wildlife viewing, and backcountry camping is provided in an isolated and quiet environment.

Recreational uses such as pleasure boating, water skiing, swimming, kayaking, fishing, and remote beach camping are some of the water-based activities available at Lake Powell. These uses are intertwined with the surrounding environment and are oriented toward natural rather than man-made features or entertainment.

The first purely recreational enjoyment of the area began with early river runners, and today over 2.6 million people annually come to Glen Canyon NRA to enjoy the unique environment. The Colorado River forms the backbone of the recreation area, but other waterways like the San Juan, Dirty Devil, Paria, and Escalante rivers contribute to the topography by carving the labyrinth of spectacular canyons that exists today. Together, these opportunities enhance the visitor experience and provide a range of possibilities for river runners, canoeists, kayakers, and hikers.

- **Glen Canyon NRA contains Lake Powell, the second largest man-made lake in North America, which provides both a unique opportunity for recreation in a natural environment and a transportation corridor to remote back-country areas of Glen Canyon NRA.**

Created by Glen Canyon Dam - a major storage unit of the Upper Colorado River Storage Project authorized by Congress in 1956 - this impoundment stretches along 186 miles of the Colorado River and 75 miles of the San Juan River. The reservoir is capable of holding 27 million-acre feet of water, has a surface area of 255 square miles, and a shoreline of 1,960 miles.

The reservoir comprises only 13 percent of the recreation area, but offers a unique chance for visitors to experience hundreds of miles of remote shoreline in an arid environment, to boat into scenic, isolated canyons and drainages, and to participate in a myriad of water sports. The lake also serves as an access route for hikers into the backcountry. This variety of experiences adds to the wonder of Glen Canyon NRA and is what makes the recreation area a national treasure.

- **Glen Canyon NRA, in the heart of the Colorado Plateau region, offers a unique combination of water and desert environment. It offers a natural diversity of rugged water and wind carved canyons, buttes, mesas, and other outstanding physiographic features.**

The contrast between blue-green Lake Powell waters and surrounding vistas of red cliffs combined with the clarity of night skies and the opportunities for exploration make the recreation area a unique destination for visitors.

Geologically, it consists primarily of Jurassic Sandstone 140 to 200 million years

old. Wind and water-deposited sands eventually consolidated into porous, loosely cemented sandstone. Through the processes of uplifting and rapid erosion, today's surface formations have been carved into the spectacular shapes and forms seen today. There are countless cliffs, spires, pinnacles, knobs, arches, and natural bridges throughout the area.

The bench and upland areas support a wide variety of Colorado Plateau plant communities ranging from the dominant cold desert, shrub-grassland to cottonwood, willow, and tamarisk groves near flowing water, and juniper-pinon woodlands at higher elevations. Most of these communities are located in some of the 588,855 acres classified as "Natural Zone" and recommended as suitable for wilderness designation. These areas are protected and managed so as to preserve the natural conditions.

- **The climate and physical features of Glen Canyon NRA have created local environments favorable to the preservation of scientifically important objects, sites, populations, habitats or communities that are significant in and of themselves or provide opportunities to add to our understanding of past or ongoing events.**

Aeolian and alluvial deposits and packrat middens provide information for paleo-environmental reconstruction and an understanding of climatic change. The recreation area's quaternary resources, dinosaur trackways, megafaunal and paleofloral deposits are recognized internationally.

The recreation area encompasses upland and riparian habitat that supports populations of sensitive, endangered and threatened species including *pediocactus*, *cycladenia jonsii*, peregrine falcon, bald eagle, willow flycatcher, Colorado squawfish, and razorback suckers. Found in the deep, narrow canyons, hanging gardens form along seeps in the canyon walls and in shaded plunge-basin riparian habitats and add interest, color, and diversity to the park.

The deep drainages of the Colorado River form distributional barriers for many wildlife species and relic vegetative communities. This provides opportunities for scientific studies related to genetic diversity, insularization, and relic and disturbed land comparisons.

- **Evidence of 10,000 years of human occupation and use of resources within Glen Canyon NRA provides a continuing story of the prehistoric, historic, and present-day affiliation of humans and their environment.**

Thousands of prehistoric archeological sites are present in Glen Canyon NRA including cliff dwellings, granaries, open habitation sites, lithic and ceramic scatters, and rock art panels. Paleoindian, Archaic, Fremont, and Ancestral Puebloan remains and historic structures provide evidence of prehistoric human use of the area. A museum collection of over 110,000 objects is curated at Park

Headquarters and other museum facilities in the west.

Traditional and cultural practices of modern Native Americans continue based on a close affiliation and past use of lands within the recreation area. Modern American Indian groups continue to participate in traditional practices and view some areas of the NRA and Rainbow Bridge NM as sacred.

The area's historic period began with the exploration of the Dominguez-Escalante party in 1776, the first non-Indians to cross the river in Glen Canyon and leave the first written record of the area. John Wesley Powell's 1869 and 1871 expeditions helped to open this remote part of the west to settlement in the late 1800's. The Hole-in-the-Rock Trail and establishment of ferry crossings at Lees Ferry, Hite, and Halls Crossing testify to the tenacity of early settlers and the difficulty of establishing transportation routes.

Authorized in 1956, construction of Glen Canyon Dam and its effects was one of the catalysts for the modern environmental movement. The Dam was completed in 1964 and Lake Powell reached full pool in 1980. The operation of Glen Canyon Dam and its effects on the ecosystem are still a subject of much study and controversy.

- **Glen Canyon NRA constitutes a significant part of the outstanding public lands in the Colorado Plateau.**

The presence of Glen Canyon NRA contributes significantly to local economies in many ways including attracting million of visitors annually who spend over \$350,000,000 in the region. This results in more opportunities for employment within Glen Canyon NRA, regionally, and in neighboring communities.

Glen Canyon NRA is the hub of the "Grand Circle," an area encompassing Glen Canyon NRA, seven national parks, eight national monuments, two Navajo Tribal parks, and a variety of Bureau of Land Management areas and State parks and historic sites. The area is recognized internationally as a unique recreation destination that offers a diversity of recreational opportunities and visitor experiences.

Glen Canyon NRA has a diverse, natural ecosystem that cross man-made boundary lines requiring coordination and cooperation between neighboring land managers. Adjacent land managers include two states, five counties, five Bureau of Land Management resource areas, three National Parks, the City of Page, and the Navajo Nation.

B. Rainbow Bridge National Monument

Rainbow Bridge NM, the world's largest natural bridge, is nestled among canyons carved by

streams enroute to the Colorado River from Navajo Mountain's north flank, in southern Utah.

President William Howard Taft declared Rainbow Bridge a national monument on May 30, 1910. The words of the proclamation still provide the basis for all National Park Service efforts to preserve and interpret this impressive masterpiece of stone

"...an extraordinary natural bridge, having an arch which is in form and appearance much like a rainbow, and which is three hundred and nine feet high and two hundred and seventy-eight feet span, is of great scientific interest as an example of eccentric stream erosion, and it appears that the public interest would be promoted by reserving this bridge as a National Monument, together with as much land as may be needed for its protection..."

1. Purpose and Significance

Purpose:

To preserve and protect the scenic, scientific, and historic features contributing to public enjoyment of Rainbow Bridge NM.

Significance:

- **Rainbow Bridge is the world's largest natural bridge and is of great scientific interest as an example of eccentric stream erosion.**
- **To Native American tribes/nations, Rainbow Bridge is considered a sacred place that provides a link to traditional religious beliefs and their cultural identity.**

IV. LONG-TERM GOALS

This *Strategic Plan* lists Servicewide mission goals under Categories I, II, and IV and matching long-term goals for each Servicewide goal that is applicable to Glen Canyon National Recreation Area and Rainbow Bridge National Monument. Specific goals have been written to address concerns unique to Glen Canyon NRA and/or Rainbow Bridge NM.

Performance measures are built into the long-term goals. For detailed information on annual goals and progress towards the completion of the long-term goals, please refer to the "*Glen Canyon National Recreation Area and Rainbow Bridge National Monument Annual Performance Plan*" that is issued annually and follows the Strategic Plan using the same goals in annual increments.

GOAL CATEGORY I: PRESERVE PARK RESOURCES

Mission Goal Ia: *Natural and cultural resources and associated values of Glen Canyon NRA and Rainbow Bridge NM are protected, restored and maintained in good condition and managed within their broader ecosystem and cultural context.*

Long-term goals: By September 30, 2005

Ia1A: 22,500 of 225,000 (10%) acres of Glen Canyon NRA targeted lands disturbed by prior physical development or agricultural uses, as of FY1999, are restored.

The major agricultural impact to park lands is grazing induced. Removal of grazing pressure on 22,500 acres by 2005 will provide opportunity for restoration, soil erosion stabilization, accumulation of organic cover, and shift from grazing induced dominate plant cover and non-native plants to native plant community composition and structure. Progress will be monitored and documented.

Ia1B: Exotic vegetation on 23,700 of 300,000 (7.9%) targeted acres of Glen Canyon NRA lands, as of FY 1999, is contained.

The spread of exotic vegetation on 21,700 acres has occurred due to cattle grazing. In 2000, cattle grazing on this 21,700 acres will be stopped which will allow native species to successfully compete with exotics and provide NPS the opportunity to contain exotic vegetation. The recreation area will develop a weed management plan that will describe action plans to contain and control tamarisk and Russian olive in prescribed areas as well to control of knapweed and other species that are not presently widespread. Currently 76 invasive species are known to occur or to have occurred historically in the recreation area. Of these, 14 are considered species of serious concern. Of these 14, five species may be uncontrollable due to their abundance or the difficulty of control (limited, priority, isolated populations will still be controlled). An estimated 300,000 acres may be infested. Human and fiscal resources require that control efforts be prioritized and focused. This can only be accomplished after inventory and monitoring efforts provide data on the extent of the impacts from each species. Analysis will be completed to identify target species or areas for treatment, treatment plans developed, and treatment initiated on 2,000 acres.

Ia2A: Threatened and Endangered Species. Zero of two (0%) of the FY1999 federally listed threatened and endangered species with critical habitat in Glen Canyon NRA have improved status.

Critical habitat has been designated for two listed species whose status is currently unknown: razorback sucker and Colorado pikeminnow. Operation of grow out facilities and release of razorback suckers as well as population monitoring and research for both species will continue. The status of both species will progress from unknown to improving and/or stable.

Ia2B: Threatened and Endangered Species. Two of two (100%) of the FY1999 federally listed threatened and endangered species with critical habitat in Glen Canyon NRA have stable status.

Two listed species with critical habitat (razorback sucker and Colorado pikeminnow) will be monitored and status will become stable.

Ia2D: Threatened and Endangered Species. Zero of two (0%) of the FY1999 federally listed threatened and endangered species with critical habitat in Glen Canyon NRA have unknown status.

Critical habitat has been designated for two listed species whose status is currently unknown: razorback sucker and Colorado pikeminnow. Status will change from unknown to improving and/or stable.

Ia2X: Ten of 60 (16%) of Glen Canyon NRA populations of *plant and animal species of special concern* are at scientifically acceptable levels.

60 species have been identified as species of special concern in Glen Canyon NRA although their specific condition is unknown. The goal is to inventory and study at least ten species during this period with an ideal goal of identifying whether or not 10-15 species are at acceptable levels. Part of the vital signs identification process will be to prioritize these special concern species for study.

Ia4: Glen Canyon NRA will have unimpaired water quality.

Lake Powell will not receive discharge from park owned facility or receive a Federal or state notice of violation of the conditions of an NPDES permit. Glen Canyon will not have any bodies of water on the Utah 303d list. Glen Canyon will continue to monitor water quality in compliance with the 1996 Water Quality Strategy agreement between the recreation area and the Utah and Arizona Departments of Environmental Quality and operate state certified lab for sample processing. The monitoring program will continue to comply with the direction of the Technical Advisory Committee chaired by the State of Utah and made up of state agency and academic representatives from both states. Information on water quality initiatives will be provided to park visitors through park entrance stations and media outlets. Rangers will patrol the lake to educate visitors and enforce water quality regulations. Maintenance staff will maintain existing and provide additional pumpouts, floating restrooms, and other facilities necessary to provide a safe and quality recreational experience to all users of Lake Powell.

Ia5: Historic Structures. 37 of 77 (48.1%) Glen Canyon NRA historic and/or prehistoric

structures listed on the FY1999 NPS List of Classified Structures (LCS) are in good condition.

Assessments will be completed for 47 listed structures and based upon results, funding will be requested to bring seven structures to good condition. Documentation of conditions of 37 structures will be completed and structures in the Lees Ferry Historic District will be stabilized.

Ia6: 152 of 225 (67%) preservation and protection standards for Glen Canyon NRA's museum collection are met.

152 standards will be met.

Ia8: 515 of 1719 (30%) Glen Canyon NRA non-inundated archeological sites listed on the FY1999 NPS Archeological Sites Management Information System (ASMIS), with condition assessments, are in good condition.

All sites identified prior to 1980 that are inundated by Lake Powell will be removed from the records. All remaining sites will have a condition assessment accomplished. When required, funding will be sought to upgrade site condition to "good." Until such time as funding is made available to place all park records into ASMIS, GLCA will use data from park records as an uncertified database.

Ia9A: Eight of 17 (47%) paleontological localities known as of FY2000 in Glen Canyon NRA are in good condition.

The 17 known sites will be surveyed and site condition will be determined. When appropriate to protect or restore site condition, mitigation actions will be taken and funding will be sought to restore site condition.

Mission Goal Ib: *The National Park Service at Glen Canyon NRA and Rainbow Bridge NM contributes to knowledge about natural and cultural resources and their associated values; management decisions about resources and visitors are based on adequate scholarly and scientific information.*

Long-term Goals: By September 30, 2005

Ib01: Six of 12 (50%) primary Glen Canyon NRA natural resource inventories identified in the Resource Management Plan and the General Management Plan are completed.

Through monitoring, survey, research, and inventory activities information will be acquired for 11 data sets: bibliography, flora, fauna, species distributions, digitized vegetation, soils, and geological maps, water body inventories and use classifications, water quality, water chemistry, nearest air quality monitoring stations and meteorological data. Data will be recorded in a format that provides for analysis and data retrieval. Data gathering efforts for 1.25 million acres will be accomplished in a prioritized manner over a period of time. The nine baseline data sets are flora, fauna (terrestrial and aquatic), geology, soils, water quality, water quantity, paleontology and meteorology.

Goals Ib2A-F: Cultural Resource Baselines

Ib2A: Archeological Baseline. Increase the number of Glen Canyon NRA archeological sites inventoried, evaluated, and listed in ASMIS, from 2215 sites in FY1999 to 2415 sites (9% increase).

About 3% of the recreation area has been surveyed. Surveys associated with planning activities, project clearances, or available funds will be carried out each year. Inventories in areas not associated with projects will be focused in areas that have no information but may lead to the most valuable information for development of a predictive model.

Ib2B: Cultural Landscape Baseline. Two cultural landscapes will be inventoried, evaluated, and entered into the NPS Cultural Landscapes Inventory (CLI) at Level II.

The Lees Ferry Historic District and the Hole in the Rock cultural landscape reports will be completed.

Ib2C: Historic Structures Baseline. 25 of 77 (32.5%) Glen Canyon NRA historic structures in the FY1999 List of Classified Structures (LCS) will have updated information in their LCS records.

Cultural specialists will review existing documentation for 77 structures and will update 25 records.

Ib2D: Cataloging Museum Objects. The number of Glen Canyon NRA museum objects cataloged in the NPS Automated National Catalog System (ANCS+) and submitted to the National Catalog is increased from 113,431 in FY1999, to 124,431 (9% increase).

Objects that are recovered due to planned projects, inadvertent discoveries and donation as well as archive objects will be added to the collection if they are within the Scope of Collections. The 9% increase is a projection based on the annual workload that now occurs unless there is a major project or donation.

Ib2F: Historical Research Baseline. Glen Canyon NRA will not have a Historic Resource Study (HSR) or an Administrative History completed. Rainbow Bridge National Monument will not have an HSR completed, but an Administrative History will be completed.

This research for Glen Canyon NRA would require the inclusion of the Glen Canyon Dam and substantial funding. We anticipate that efforts to obtain the required funding will begin during this FY01-FY05 period.

Ib3: Vital Signs. Glen Canyon NRA and Rainbow Bridge NM have identified vital signs for natural resource monitoring.

Workshops will be used to bring together subject matter experts from academia, other agencies and Non-Governmental Offices to review existing information and identify vital signs. Inventory efforts initiated in Colorado Plateau parks in FY2001 will provide information of data gaps and monitoring needs.

GOAL CATEGORY II: PROVIDE FOR THE PUBLIC ENJOYMENT AND VISITOR EXPERIENCE OF PARKS

Mission Goal IIa: *Visitors safely enjoy and are satisfied with the availability, accessibility, diversity, and quality of park facilities, services, and appropriate recreational opportunities at Glen Canyon NRA and Rainbow Bridge NM.*

Long-term Goals: By September 30, 2005

IIa1: 95% of Glen Canyon NRA and Rainbow Bridge NM visitors are satisfied with appropriate park facilities, services, and recreational opportunities.

Visitor enjoyment of Glen Canyon NRA and Rainbow Bridge NM begins with access during appropriate times and seasons to high quality facilities, services, and recreational opportunities. This goal outcome is measured using the annual visitor survey that assesses the percentage of visitors rating their satisfaction with park facilities, services, and recreational opportunities as "good" and "very good."

IIa2. The annual number of visitor accidents/incidents at Glen Canyon NRA and Rainbow Bridge NM is held constant at the FY1992-FY1996 five-year annual average of 288.

Glen Canyon NRA and Rainbow Bridge NM estimate that visitor usage will increase at an annual rate of 3% per year over the next five years. Based on this projection we believe that our newly formed Lake Powell Water Safety Council will provide safety leadership such that the number of visitor accidents and incidents can be held to the baseline level. Efforts will be focused on ensuring park visitors have access to safe and hazard-free facilities and services. Interpretive contacts, programs and media will incorporate relevant safety messages. Efforts will also include measures to ensure protection of visitors and property, search and rescue operations, criminal investigations, and all efforts in identifying, investigating, and correcting or mitigating sources of accidents/incidents experienced by the visiting public.

To support this goal, entrance stations will provide eye-catching literature on recreational safety and regulations to park visitors. Efforts will be made to coordinate with the concessioner and other Lake Powell Water Safety Council members to become actively involved recreational safety messengers to boaters and other park visitors; and post safety messages on houseboat and boat rentals on topics of cliff jumping, life jacket use, wake injury dangers, carbon monoxide dangers, boating, skiing, etc. Increased staffing for water quality and proactive boat patrols will increase the number of visitor contacts on the lake to prevent the unsafe actions that been causing injuries. Increased training to all employees will improve awareness and identifying potential safety hazards. And investigation and data analysis of visitor injuries will show where the park needs to concentrate and revise the visitor safety program.

Mission Goal IIb: *Park visitors and the general public understand and appreciate the preservation of Glen Canyon NRA and Rainbow Bridge NM and their resources for this and future generations.*

Long-term Goals: By September 30, 2005

IIb1. 96% of Glen Canyon NRA visitors and 90% of Rainbow Bridge NM visitors understand and appreciate the significance of the park.

Through various methods of interpretation and formal education, the significance of Glen Canyon NRA and Rainbow Bridge NM are conveyed to park visitors and students. Understanding is gauged by the percentage of visitors whose survey response to this question matches one of the park-identified significance statements.

GOAL CATEGORY IV: ENSURE ORGANIZATIONAL EFFECTIVENESS

Mission Goal IVa: *The National Park Service at Glen Canyon NRA and Rainbow Bridge NM uses current management practices, systems, and technologies to accomplish its mission.*

Long-term Goals: By September 30, 2005

IVa3A: Workforce Development and Performance-Employee Performance Standards: 100% of Glen Canyon NRA permanent, term, and temporary employee performance agreements are linked to appropriate strategic and annual performance goals.

All Glen Canyon NRA permanent, term, and temporary employee performance agreements will be linked to appropriate strategic and annual performance goals.

IVa4A: Workforce Diversity-Permanent Women and Minorities. The number of Glen Canyon NRA permanent positions in targeted occupational series that are filled by members of underrepresented groups is increased from 11 at the end of FY1999 to 15.

Recruiting activity at Glen Canyon NRA will proactively seek qualified candidates to fill positions in targeted career fields in support of National Park Service goals.

IVa4B: Workforce Diversity-Temporary/Seasonal Women and Minorities. The total number of Glen Canyon NRA temporary/seasonal positions annually filled by women and minorities will be at least 50% of the number of such positions in FY1999 (109).

Recruiting activity at Glen Canyon NRA will proactively seek qualified candidates to fill positions in support of National Park Service goals.

IVa4C: Workforce Diversity-Permanent Employees with Disabilities. The number of Glen Canyon NRA permanent positions filled by employees with disabilities will be increased from five in FY1999 to six.

Recruiting activity at Glen Canyon NRA will proactively seek qualified candidates to fill positions in support of National Park Service goals.

IVa4D: Workforce Diversity-Temporary/Seasonal Employees with Disabilities. The number of Glen Canyon NRA temporary/seasonal positions filled by employees with disabilities will be maintained at three, the FY1999 level.

Recruiting activity at Glen Canyon NRA will proactively seek qualified candidates to fill positions in support of National Park Service goals.

IVa5: Employee Housing. The number of Glen Canyon NRA employee housing units listed in poor or fair condition in FY1997 assessments will be reduced from seven to zero (100% decrease).

To provide a quality living experience for park employees living in government housing, park staff will upgrade housing units currently in poor or fair condition to good. Maintenance staff and private contractors will provide the necessary improvements with funds generated from housing rents. Trailers that are listed in poor or fair condition will be replaced with stick construction homes when funding is available through the trailer replacement program.

IVa6A: Employee Safety–Lost-time Injury Hours. By September 30, 2005, annual Glen Canyon NRA lost-time injuries will be maintained at or below the FY92-FY96 baseline of 5 lost time injuries.

Safety in the workplace is the park's number one priority and will be fully integrated into all the park's operations. A Safety Action Plan will provide a means for all employees to be proactive and involved in safety management. Through training and routine safety audits, employee injuries should not increase.

IVa6B: Employee Safety–Continuation of Pay. Annual Glen Canyon NRA Continuation of Pay (COP) hours will be reduced from the FY1992-FY1996 five-year annual average of 680 to 480 (29% reduction).

As stated above, safety in the workplace is the park's number one priority and will be fully integrated into all the park's operations. A Safety Action Plan will provide a means for all employees to be proactive and involved in safety management. This goal will require all supervisors to maintain communication with the personnel office and their employees on COP. This communication should strengthen the use of the Light-Duty Program and reduce the length of time employees are away from the job.

IVa7: Line-Item Construction. 100% of Glen Canyon NRA line-item construction projects funded by September 30, 1998, and each successive fiscal year, meet 90% of cost, schedule, and construction parameters.

There are currently no active Glen Canyon NRA construction line-item projects.

Mission Goal IVb: *The National Park Service at Glen Canyon NRA and Rainbow Bridge NM increases its managerial capabilities through initiatives and support from other agencies, organizations, and individuals.*

Long-term Goals: By September 30, 2005

IVb1: The number of Glen Canyon NRA volunteer hours will be increased from 11,093 in FY1997 to 12,000 (8% increase).

Glen Canyon NRA and Rainbow Bridge NM supervisors will continue to recruit and utilize volunteers in appropriate job situations. Constraints to greater increases include the lack of available housing. This goal is tabulated using the Volunteer Annual Activity and Expense Report.

IVb2A: Cash Donations and Grants. Cash donations to Glen Canyon NRA are increased from \$1,254 in FY1998 to \$2,500 (99.4% increase).

The staff will continue to seek grant monies and other donations to enhance operations and increase managerial capabilities. Grant monies projected for FY 2001 are primarily in support of the Field Science Partnership between Glen Canyon NRA and the Page Unified School District. The adjusted baseline for this goal, however, is set at \$1,254, the recurring type cash contribution, because non-recurring grants and contributions cannot be projected.

IVb2C: Cash Value of In-kind Donations from the Glen Canyon Natural History Association. The cash value of in-kind donations, grants, and services to Glen Canyon NRA from the Glen Canyon Natural History Association will be increased from \$106,331 in FY1997 to \$116,964 (10% increase).

Glen Canyon NRA staff will continue to work with Glen Canyon Natural History Association in providing visitors with quality educational and interpretive material to enhance their visit. The lack of available housing in the Bullfrog subdistrict negatively influences the sales operation at the Bullfrog Visitor Center.

V. EXTERNAL FACTORS

It is recognized that the success of this five-year plan may be affected by external factors. These factors may have both a positive and/or a negative affect on the accomplishment of the stated goals. In some cases, resources and revenues may need to be diverted to address those issues and the *Strategic Plan* would be amended. Some of those major external factors include:

- To successfully accomplish the goals stated in this *Strategic Plan* additional funding sources from special accounts (construction set-aside), fee demonstration project, grants (research, facilities, equipment, etc.), and reimbursable accounts (special park uses, housing funds, utilities) are vital to the operation and management of the area. The Glen Canyon NRA staff has been extremely successful in the past in obtaining innovative funding sources and will continue to look for alternative funding sources to augment ONPS funds in managing the area.

- The National Park Service is working with the Navajo Nation and the Bureau of Indian Affairs toward the completion of developing a new marina on Navajo Reservation and Glen Canyon National Recreation Area lands at Antelope Point. Phase I of this important effort is now completed. Pursuit of this goal continues to require a large amount of time and energy from the park staff, but is required to fulfill commitments of the Federal government which are over 30 years old.
- As evidenced by recent demonstrations at the Glen Canyon Dam, the effort to drain Lake Powell launched by members of the Sierra Club and the Glen Canyon Institute continues. Over the life of this plan, this effort may require continued staff attention to address the concerns of the local community and users of Lake Powell. Congressional interest by the State of Utah concerning this issue has already been expressed and we expect this to continue. A local "Friends of Lake Powell" group, which has no formal agreement with NPS or Glen Canyon NRA, has been formed to raise funds and garner public support in opposition to the Sierra Club's proposal.
- The recent creation of Grand Staircase-Escalante National Monument has increased visitation to our Escalante Subdistrict by over 200% from previous years. This increased visitation and the impacts associated with it may result in additional degradation of resources in the Escalante subdistrict of Glen Canyon NRA. We are working cooperatively with the Bureau of Land Management on planning efforts for the new monument which are currently scheduled to include a visitors center in Big Water, Utah, and a new interagency visitors center in Escalante, Utah. Enhanced Glen Canyon NRA staffing will be required at both of these facilities.
- After completion of compliance requirements for an Application for Permit to Drill on an existing oil and gas lease if a test well produces oil, unplanned monitoring and compliance activities may be required.
- Rainbow Bridge National Monument is 160 acres in size with the bridge, the predominate feature, located within the narrow confines of Bridge Canyon. Increasing aerial sightseeing presently requires an informal communication system between pilots to prevent accidents. The recent passage of the Federal Aviation Administration (FAA) appropriations legislation included provisions for the FAA and the NPS to implement Air Tour Management Plans for NPS administered lands and also for tribal lands. This legislation will implement a process that will require interim operating authority for existing air tour operators, a public process for development of Air Tour Management Plans (ATMP), and ultimate rule making by the FAA that will give the ATMP the force of regulation.
- Rainbow Bridge NM is also the subject of a lawsuit that was filed in the United States District Court in March, 2000. The lawsuit was filed by the Natural Arch and Bridge Society, et al., and alleges that certain management policies and practices of the National Park Service violate certain provisions of the First and Fifth Amendments of the Constitution of the United States.
- Final rules for managing Personal Watercraft (PWC) went into effect in April, 2000. A review of the legislation showed that Glen Canyon NRA was one of ten *Park Designated Areas* that was

established primarily for water-related recreation, and will be using the *Designated PWC use* method of authorizing PWC use, where authorization might be appropriately accomplished through the Park Superintendent's Compendium. A thorough public involvement process will be followed prior to implementing any additional limitations or restrictions on PWC use at Lake Powell.

- The recent Utah Land Exchange wherein certain State of Utah inholdings on BLM and NPS administered lands were exchanged has resulted in a substantial "blocking" of approximately 44,000 acres of state land near Big Water, Utah, that could feasibly be sold to developers. The combined effects of the Grand Staircase-Escalante National Monument visitation increase and significant tourism and retirement community development as a result of this exchange could have major effects on Glen Canyon NRA visitation and staffing requirements.
- The National Parks Omnibus Management Act of 1998 contained provisions that will provide significant revenues from concessioners and will substantially alter certain functions that had formerly been accomplished by concessioners. These functions, such as certain construction activities, will soon have to be accomplished by park staff and will require additional resources to implement and administer such activities.

VI. PROGRAM EVALUATION AND SCHEDULE

In developing goals for this strategic plan, we considered and evaluated our mission and legislative intent, purpose and significance, general management plans, various development plans, cooperative agreements between other federal and state agencies and the Navajo Nation, condition and assessment of resources, and interests of partners, stakeholders, and employees.

GPRA legislation requires Annual Performance Plans (APP) to be submitted just prior to the start of the fiscal year, with Annual Performance Reports (APR) due six months after the fiscal year has ended. The preliminary and final Annual Performance Plans and Annual Performance Reports will be prepared as follows:

FY Year	Preliminary Ann Perf Plan	Final Ann Perf Plan	Annual Performance Rpt	
2000		comp	10/00	
2001	11/98	9/00	10/01	2002
	11/99	9/01	10/02	
2003	11/00	9/02	10/03	
2004	11/01	9/03	10/04	
2005	11/02	9/04	10/05	

This *Strategic Plan* will be revised every three years.

VII. CONSULTATIONS WITH STAKEHOLDERS

Draft Purpose and Significance Statements were written for Glen Canyon NRA and Rainbow Bridge NM in October of 1996 and mailed to the States of Arizona and Utah Congressional representatives; Utah County Commissioners for San Juan, Wayne, Kane, and Garfield County in Utah; Coconino County Board of Supervisors; Five-County Association of Governments; Governors of Utah and Arizona; surrounding public land managers in the Four Corners area (including Bureau of Reclamation, Bureau of Land Management, and National Park Service); The Navajo Nation; Arizona Game & Fish; Utah Division of Wildlife Resources; City of Page; Lake Powell Resorts & Marinas; Lake Powell Yacht Club; Advisory Council on Historic Preservation; Arizona State Historic Preservation; Sierra Club; Wilderness Society; Southern Utah Wilderness Society; and other interested stakeholders. Additionally, notices of the final document were sent to various newspapers in Arizona, Utah, and Colorado, and radio stations in Flagstaff and Page, Arizona. All Glen Canyon NRA employees were also given the opportunity to review and comment on the document. Final copies of this plan will be supplied to the same mailing list.

VIII. PLANNING TEAM

The planning team consisted of representatives from each division. They included:

Joe Alston, Superintendent
Kayci Cook, Assistant Superintendent (Management)
Char Obergh, Management Assistant (Management)
Kimberly Layton, Safety Officer (Management)
Kathy Fleming, Chief of Concessions (Concessions)
Cindy Ott-Jones, Chief Ranger (Resource & Visitor Protection)
Stephanie Dubois, Chief of Interpretation (Interpretation)
Dan Bishop, Chief of Facilities (Facilities)
John Ritenour, Chief of Resource Management (Resource Management)
Judee Bevier, Personnel Officer (Administration)
Stan Burman, Administrative Officer (Administration)